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## DOCUMENT SECTION

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## ADMINISTRATION OF HEALTH, WELFARE AND SOCIAL INSURANCE IN JAPAN

## PUBLIC HEALTH AND WELFARE TECHNICAL BULLETIN

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This Bulletin is issued in three sections. Section I sets forth the organization of the Ministry of Welfare; Section II explains the organization of the prefectural Department of Welfare and local administration of the welfare and insurance programs for which the Ministry of Welfare is responsible; Section III deals with the prefectural and local public health programs.

## SECTION I

## MINISTRY OF WELFARE

1. General

a. National. Establishment of the national Ministry of Welfare (Kosei-sho) was authorized by cabinet action in June 1937 and was created by an Imperial Ordinance issued in January 1938. Originally the Ministry was responsible for health, welfare, social insurance and labor activities of the national government. The national Diet created a separate Ministry of Labor in October 1947, at which time responsibility for labor activities was transferred to the new Ministry. At the present time, therefore, the Ministry of Welfare is responsible for health and welfare services, including certain social insurances.

The present organization of the Ministry of Welfare is set forth in the attached chart (Inclosure 1, to this bulletin). There are at this time a total of seven bureaus and one board within the Ministry of Welfare. These may be divided functionally into two general groups:

## (1) Public Health and Medical Care

- (a) Public Health Bureau
- (b) Medical Affairs Bureau
- (c) Prevention Bureau

## (2) Social Security and Welfare

- (a) Social Affairs Bureau
- (b) Children's Bureau
- (c) Insurance Bureau
- (d) Demobilization Bureau
- (e) Repatriation Relief Board

Almost all Health, welfare and social security programs in Japan are at present national programs in that they have been established by national legislation and supported in a large part by national appropriations. It is to be noted that health, welfare and social security programs in Japan are administratively a responsibility of the prefectural and local governments, i.e., they are



not administered by the national government independently of the prefectural and local governments. There are three levels of operation: national, prefectural, and local. A fundamental aspect of any administrative organization is the degree of control exercised by a higher level over lower administrative levels. In Japan there is increasing emphasis being placed upon local powers which gives the prefectural government increased authority which it did not formerly possess. This increased power makes it more important that the prefectural health and welfare program be efficiently organized and that the proper relationship of one level of government to other levels be thoroughly understood.

b. Prefectural. The responsibilities of the Ministry of Welfare are carried out in the prefectures through two separate departments: the Department of Health (Eisei-bu) and Department of Welfare (Minsei-bu).

The Local Autonomy Law (Law No. 67, dated 16 April 1947) is the basic law which determines the organization of the prefectural governments. Amendments to the law effective 1 January 1948, were adopted by the Japanese Diet on 7 December 1947. Article 158 of the Local Autonomy Law controls the establishment of departments and bureaus in the prefectural government. This article, as amended, provides for the establishment of seven separate departments in the prefectures (other than Tokyo): They are: (1) General Affairs; (2) Welfare; (3) Education; (4) Economic Affairs; (5) Public Works; (6) Health and (7) Agricultural Land. Matters relating to social welfare and social insurance are assigned to the prefectural Department of Welfare (Minsei-bu). Matters relating to labor which were formerly in the Department of Welfare are specifically assigned by the amended law to the Department of Economic Affairs. Separate departments are required and there is no authorization for combining departments.

The establishment of separate departments (bureaus) of welfare and separate departments of health in the prefectures was directed by a Memorandum to the Japanese Government (SCAPIN 945) dated 11 May 1946, subject: Reorganization of Government Health and Welfare Activities. In accordance with the provisions of this directive separate departments of health and welfare were established in many prefectures but the reorganization proceeded slowly due to the lack of adequate personnel and finances. (SCAPIN 945, paragraph 5, also provided that the reorganization would be subject to modification by the Japanese Diet. This paragraph was inserted in order to provide a basis for removal of the bureaus devoted to labor activities to a new Labor Ministry. This was finally carried out by Diet action in creating the Labor Ministry in October, 1947). Subsequently, the Local Autonomy Law became the basis of the organization of the prefectural governments. This law as originally passed authorized the combination of departments under certain circumstances, and under this authority welfare, health education and labor activities were combined in the same department in many prefectures. Such combinations of functions was not in accordance with the intention of SCAPIN 945. An Amendment (Article 158 Local Autonomy Law) which became effective 1 January 1948, corrected this situation by providing for separate departments of health and separate departments of welfare in all prefectures. Paragraph 1, Article 156 of the Local Autonomy Law was also amended by substituting the words "Health Centers" in place of the words "Police Stations". This change enables the governors to establish, direct and supervise all Health Centers in their prefectures.

c. Public Health and Medical Care. As mentioned in paragraph 1 a above the Ministry of Welfare may be divided functionally into (1) Public Health and



Medical Care and (2) Social Security and Welfare. The three bureaus in this group, Paragraph 1 c(1) above: Public Health Bureau, Medical Affairs Bureau, and Disease Prevention Bureau, as such, are new bureaus since they were created in November 1946. For this reason the historical background of all three bureaus will be discussed together in paragraph 2 below. The historical background of the four bureaus and one board under the functional division of "Social Security and Welfare," will be discussed separately under the respective bureaus, in paragraph 5 through 9 inclusive.

## 2. Public Health Bureau (Koshu-Hoken Kyoku)

a. Historical Background. With reference to Public Health administration, the Health Bureau (National) was established in the Ministry of Home Affairs in July 1875 and was responsible for the functions of (1) health (2) medicine (3) chronic disease prevention and (4) epidemic prevention. In January, 1938 the Health Bureau of the Home Ministry was transferred to the newly created Ministry of Welfare and the functions of the said Bureau were divided among (1) the Physical Strength Bureau, (Tairyoku-kyoku) (2) the Health Bureau, (Eisei-kyoku) and (3) the Prevention Bureau, (Yobo-kyoku). In November, 1942 the Health Bureau took over the functions of the Prevention Bureau because of the abolishment of the Prevention Bureau. In February, 1946, the National Health Bureau (name of Physical Strength Bureau was changed to Population Bureau on August 1941, and again to National Health Bureau on November 1943) was abolished and health administrative matters which belonged to that bureau was transferred to the Health Preservation Section in the Health Bureau. In November 1946 the Health Bureau was dissolved and (1) the Public Health Bureau, (2) the Medical Affairs Bureau, and (3) the Disease Prevention Bureau were established in its place. This reorganization was necessary in order to cope with the ever increasing responsibilities in connection with public health administration.

b. Organization and Functions. The total number of persons employed by the Public Health Bureau (Koshu-Hoken Kyoku) in the national office is 942. The Affairs of the bureau are carried out by four sections; (1) Investigation, (2) Health preservation, (3) Nutrition, (4) Health statistics. Responsibilities of the four sections are as follows:

### (1) Investigation Section (Chosa-ka)

- (a) Planning concerning promotion of national health.
- (b) Investigation and statistics concerning health.
- (c) National parks and other parks and recreation spots.
- (d) Hot springs.
- (e) Institute of Public Health.
- (f) Affairs not assigned to other sections.

### (2) Health Preservation Section. (Hoken-ka).

- (a) Health Center and public health nurses.



- (b) Dissemination of health knowledge.
- (c) Enforcement of National Physical Strength Law.
- (d) Matters concerning eugenics.
- (e) Sanitation of public baths, barber shops, theaters, cinemas and other places of public gathering.
- (f) Matters of national health and sanitation not assigned to other section.

(3) Nutrition Section. (Eiyo-ka)

- (a) Nutrition.
- (b) Sanitation of food and drink.
- (c) Stock-yard and butchery.
- (d) National Institute of Nutrition.
- (e) Food Sanitation Law.

(4) Health Statistics Section (Tokei-ka).

- (a) Statistics on public health and population.

c. Prefectural and Local Administration. Within the prefectures the functions of the Public Health Bureau are usually assigned to the Public Health Administration section of the prefectural department of health.

3. Medical Affairs Bureau (Imu-kyoku)

a. Historical Background - The reader is referred to paragraph 2 a above for the historical information concerning this bureau.

b. Organization and functions - This Bureau has in its national office a personnel strength of 945. The bureau has a director or chief, a deputy director and eight sections. The responsibilities of the bureau are divided among the eight sections as follows:

(1) Medical Section (Imu-ka).

- (a) Matters concerning physicians, dentists, and other doctors engaged in medical treatment.
- (b) Enforcement of National Medical Treatment Law.
- (c) Medical affairs not assigned to any other office.

(2) Pharmaceutical Section. (Yakumu-ka).

- (a) Enforcement of Pharmaceutical Law.



- (b) Matters concerning control companies and associations.
  - (c) Supply, distribution, import, export, and price control of medicine and sanitary materials.
  - (d) Control of poisons and drastic medicine.
  - (e) Production of sanitary materials (except medicine).
  - (f) Pharmaceutical business not assigned to any other office.
- (3) Drug Manufacturing Section (Seiyaku-ka).
- (a) Manufacturing of medicine.
  - (b) Licensing of manufacturers of medicine, (excepting manufacture of opium and narcotics.
  - (c) Pharmacopeia Japonica and standardization of important medicine and offically-fixed drugs.
  - (d) Cultivation of pharmaceutical plants, and collection and distribution of crude drugs.
  - (e) Patent medicines.
- (4) Narcotic Section. (Mayaku-ka).
- (a) Opium and Narcotics.
- (5) Hospital Section. (Pyoin-ka).
- (a) National Hospitals.
  - (b) Supervision of the branch offices of Medical Affairs Bureau.
- (6) Sanatorium Section (Ryoyo-ka).
- National sanatoria (including Leprosoria and mental Hospitals)
- (7) Supply Section (Shisetsu-ka).
- (a) The necessaries for National Hospitals and National Sanatori
  - (b) Building and repair for National Hospitals and National Sanatoria.
- (8) Branch offices of Medical Affairs Bureau.
- (a) Business guidance of National Hospitals and National Sanatoria.
  - (b) Branch offices shall be located in cites of Sapporo. Sendai, Tokyo, Nagoya, Osaka, Hiroshima, Takamatsu, and Fukuoka.



c. Prefectural and Local Administration: Within the prefecture the functions of the medical affairs bureau are usually assigned to (1) Medical Affairs Section, (2) Pharmaceutical Affairs Section of the prefectural department of health.

#### 4. Disease Prevention Bureau (Yobo-Kyoku).

a. Historical Background. The reader is referred to paragraph 2 a, above for historical information concerning this bureau.

b. Organization and Functions. The Disease Prevention Bureau in its national office has a regular personnel strength of 110. In addition to the 110 personnel stationed in the national office in Tokyo there are an additional 52 disease prevention officials under the direct control of the Welfare Ministry who perform liaison work with the local offices. These personnel are stationed at Sendai, Tokyo, Fukuoka, Hiroshima, Ehime, Osaka, and Nagoya. In addition to the above personnel there are 1,465 technical and business officials supervising disease prevention work in the field. These persons are serving with each of the local and urban prefectures. The functions of this bureau are assigned to five sections as follows:

- (1) Prevention Section (Yobo-ka).
  - (a) Tuberculosis.
  - (b) Leprosy.
  - (c) Trachoma.
  - (d) Parasidosis, procosoliasis and endemic.
  - (e) Myopia and decayed teeth.
  - (f) Cancer and other chronic diseases.
  - (g) Mental hygiene.
- (2) Acute Infectious Diseases Section. (Boeki-ka).
  - (a) Acute infectious diseases.
  - (b) Chronic infectious diseases.
  - (c) Venereal diseases.
- (3) Quarantine Section (Keneki-ka).
  - (a) Sea-port quarantine.
  - (b) Aerial quarantine.
- (4) Biologic Control Section (Kentei-ka).

Prosecuting affairs concerning:



- (a) Supervision of production and assay of products of bacteriological preparation, (biological products to be used for prevention, therapy and diagnosis), antibacterial substance and quarantine disinfectants.
- (b) National Institute of Health.
- (c) Guidance and supervision of bacterial assay facilities.
- (5) Sanitary Engineering Section. (Eisei Shisetsu-ka).
  - (a) Water supplies and sewage.
  - (b) Sanitation and hygiene.
  - (c) Architectural sanitation and sanitary engineering.
  - (d) Insect and rodent control.

c. Prefectural and Local Administration: In the prefectures the functions of this bureau are usually assigned to the Preventive Medicine Section.

#### 5. Social Affairs Bureau (Shakai-kyoku)

a. Historical Background. The Social Affairs Bureau was established in August 1920 in the Ministry of Home Affairs and became responsible for all social work activities on the national level. The creation of this bureau was the out-growth of the activities of a relief section which was established in 1917 as a part of the local Government Bureau of the Home Ministry and re-named the Social Affairs Section in 1919.

The Social Affairs Bureau was transferred to the newly created Ministry of Welfare in 1938. In 1941 its name was changed to Livelihood Bureau (Seikatsu-kyoku), apparently as a part of the general plan of reorganizing welfare programs to meet the needs of the military. Early in 1943 the Livelihood Bureau and the Population Bureau of the Ministry of Welfare were combined to form the Peoples Health Bureau (Kenmin-kyoku). In the fall of 1945, after the end of the war, the Social Affairs Bureau was re-established. The responsibilities of the Bureau in the field of child welfare were transferred to the newly created bureau from the Social Affairs Bureau in March 1947 when the Children's Bureau (Jido-kyoku) was established within the Ministry of Welfare.

b. Organization and Functions. The total number of persons employed by the Social Affairs Bureau in the national office is 114 including clerical employees. The work of the Bureau is carried out through four sections: General Affairs, Protection, Welfare and Supply. The responsibilities of the Bureau are divided among the four sections as follows:

- (1) General Affairs Section (Shomu-ka).
  - (a) Overall planning for social welfare.
  - (b) Investigations and statistics concerning welfare.



- (c) Minsei-iin organization.
- (d) Social welfare training and education.
- (e) Matters not assigned to other sections.

(2) Protection Section (Hogo-ka).

- (a) Administration of Daily Life Security Law.
- (b) Disaster assistance.

(3) Welfare Section (Fukuri-ka).

- (a) Special program for ostracized groups (such as Eta).
- (b) Aid for physically handicapped and other special groups such as "street girls".
- (c) Operation of public pawnshops, bathhouses, barbershops, markets and dining halls.
- (d) Other programs such as recreation.

(4) Supply Section (Busshi-ka).

(Note: Busshi-ka is also translated as "commodities" or "materials" section).

- (a) Work shops (Jusan-jo) and home jobs.
- (b) Goods and materials required for relief and assistance.

c. Prefectural and Local Administration: Within the prefectures the functions of the Social Affairs Bureau are usually assigned to the Social Affairs Section (Shakai-ka) and the Protection Section (Hogo-ka) of the prefectural Department of Welfare.

6. Children's Bureau (Jido-kyoku).

a. The Children's Bureau was established within the Ministry of Welfare in March 1947 and is primarily responsible for administering the Child Welfare Law passed by the Diet in October 1947 and which became effective on 1 January 1948. The regulations governing the organization of the Ministry of Welfare provide for four sections within the Children's Bureau: Planning, Child Protection, Child Care and Maternal and Child Health.

b. The responsibilities of the Bureau are assigned to the four sections as follows:

(1) Planning (Kikaku-ka).

- (a) Dissemination of child welfare information and other matters for the promotion of child welfare.



- (b) General supervision of the administration of the Child Welfare Law.
  - (c) Child Welfare Boards.
  - (d) Child welfare officials and child welfare workers.
  - (e) Child welfare stations.
  - (f) Surveys and statistics concerning children.
  - (g) Other matters not assigned to other sections.
- (2) Child Protection (Yogo-Ka) Also translated: Foster Care Section.
- (a) Orphans and orphanages.
  - (b) Protection of homeless, mentally handicapped and vagrant children.
  - (c) Prevention of delinquency; juvenile training and education institutions (Kyogo-in).
  - (d) Foster home program.
  - (e) Prevention of cruelty to children.
  - (f) Supplies necessary for child protection.
- (3) Child Care (Hoiku-ka).
- (a) Day nurseries and nursery teachers.
  - (b) Foundlings.
  - (c) Mothers' Homes (Boshi-ryo) and programs for mothers with dependent children.
  - (d) Children's recreational agencies.
  - (e) Cultural development of children.
- (4) Maternal and Child Health (Boshi Eisei-ka).
- (a) Health of infants, pre-school children, expectant and nursing mothers.



- (b) Special nutrition for infants, pre-school children, expectant and nursing mothers.
- (c) Prevention of special diseases of infants and pre-school children and ~~expectant~~ and nursing mothers.
- (d) Guidance of midwives and maternity agencies.
- (e) Health of delicate and crippled children.
- (f) Miscarriage and stillbirth.
- (g) Health of children not included above.

c. Prefectural and Local Administration. In the prefectures the responsibilities of the Planning, Child Care and Child Protection sections are assigned to the Children's Section of the prefectural Department of Welfare while responsibility for the Maternal and Child health program is assigned to the prefectural Department of Health.

## 7. Insurance Bureau (Hoken-kyoku)

a. Historical Background. Although the bulk of the social insurances are under the jurisdiction of the Ministry of Welfare and the prefectural Departments of Welfare, some of the social insurance laws are administered by other ministries and agencies. In order to show the total administrative structure of social insurances in Japan, these other laws will be mentioned in addition to this description of the Ministry of Welfare activities, and the appropriate agencies will be indicated.

The first social insurance was the Government Pension System which originated in 1871. It is administered by the Pension Bureau of the Prime Minister's office and benefits public officials who have career status. The next protection for government employees was that against the costs of occupational disabilities and began with an Imperial Ordinance issued in 1892. This workmen's compensation program is now based on three Ordinances and is administered by the Allowance Bureau of the Ministry of Finance. It covers government employees not protected by the system of eleven Government Enterprise Mutual Aid Societies. The latter grew out of an Ordinance of 1907 and are under the direction of the various ministries operating state monopolies.

Government Personnel Mutual Aid Societies are also administered by each of the ten ministries to provide non-occupational health insurance for government employees not covered by the Government Enterprise Mutual Aid Societies. The fourth



provision for government employees is the Separation Allowance program instituted by a Cabinet Decision in 1947 and administered by each of the ministries.

In 1920 a Labor Section was established in the Engineering Bureau of the Ministry of Agriculture and Commerce to study and develop legislation for health insurance. The Health Insurance (Kenko Hoken) Law, covering certain land workers in private industry, was passed in 1922, although it did not actually become effective until 1927. The Social Affairs Bureau of the Ministry of Home Affairs was given authority to administer the program, as well as to plan similar legislation for seamen (for which a movement had been started in the Ministry of Communications) and workmen's compensation legislation for construction workers.

A temporary Health Insurance Board was created in 1923 in the Social Affairs Bureau of the Ministry of Home Affairs to prepare for the enforcement of Health Insurance, but this Board was abolished the next year and was succeeded by a Health Insurance Section in one department of that Bureau. In 1926 the Insurance Department was created in the Social Affairs Bureau to supplant the Health Insurance Section. The Employers' Liability Insurance for Accidents (Rodo Saigai Sekinin Fujo Hoken) Law was passed in 1931 and assigned to the Insurance Department for administration.

In 1938 the Ministry of Welfare was created, and an Insurance Board (Hoken-in) was set up in that Ministry to administer the Health Insurance and Employers' Liability Insurance for Accidents Laws and to supervise the local associations formed under the National Health Insurance (Kokumin Kenko Hoken) Law passed in 1938. Three bureaus were established in the Insurance Board. The General Affairs Bureau (Shomu-kyoku) included among its duties the supervision of commercial life insurance companies. The Social Insurance Bureau (Shakai Hoken-Kyoku) was charged with the administration or supervision of the three social insurance programs assigned to the Insurance Board, and with the planning of a social insurance program for seamen and the extension of Health Insurance to office workers. The Postal Insurance Bureau (Kani Hoken-kyoku) took over the Postal Life Insurance (Kani Seimei Hoken) and Postal Annuities (Yubin Nenkin) programs from the Ministry of Communications, but these systems were returned to the Ministry of Communications in 1942.

Seamen's Insurance (Senin Hoken) was enacted in 1939 and became effective in 1940 along with special legislation for Office Workers' Health Insurance. The latter program was absorbed into the general Health Insurance System in 1943.

The Insurance Board was abolished in 1942, and the Insurance Bureau (Hoken-kyoku) was established in the Ministry of Welfare. The Welfare Pension Insurance (Kosei Nenkin Hoken) Law was passed in 1941 and became effective in 1942. The newly created Insurance Bureau comprised three sections and one office: The Health Insurance Section (Kenko Hoken-ka), National Health Insurance Section (Kokumin Kenko Hoken-ka), Pension Insurance Section (Nenkin-ka) - charged with responsibility for Welfare Pension Insurance and Seamen's Insurance - and the Office of Health Insurance Research (Kenko Hoken Shido-sho). The Health Insurance Research Office is still provided for in the law today, but it has not been operative since its two installations, in Tokyo and Osaka, were burned during the war.



A General Affairs Section (Shomu-ka) was added to the Insurance Bureau in 1945, and the Health Insurance Section, responsible for Health Insurance and Employers' Liability Insurance for Accidents, was renamed the Insurance Section (Hoken-ka).

In 1947 the Ministry of Labor was established and was assigned the two newest social insurance programs - Unemployment Insurance (Shitsugyo Hoken) and Workmen's Accident Compensation Insurance (Rodo-sha Saigai Hoshu Hoken). Both were enacted in 1947 and apply to employees other than seamen. Unemployment Insurance is new in Japan (except for limited local programs for day workers in a few municipalities, particularly Kobe from 1922 to 1941, and the system of separation allowances included in Welfare Pension Insurance). The Workmen's Accident Compensation Insurance Law supplants the Employers' Liability Insurance for Accidents Law of 1931 and incorporates certain provisions of the Health Insurance and Welfare Pension Insurance Laws relative to occupational disabilities. The present organization and functions of the Insurance Bureau are described below:

b. Organization and functions. The Insurance Bureau is composed of the following four sections (with number of personnel indicated): General Affairs (59), Insurance (41), National Insurance (25), and Pension (134). Including the staff of the immediate office of the Chief, the Insurance Bureau employs 273 people in Tokyo.

The responsibilities of the Bureau are assigned to the four sections as follows:

(1) General Affairs Section (Shomu-ka).

- (a) Research, statistics, and general planning relative to social insurance.
- (b) Fiscal affairs - social insurance special accounts.
- (c) Personnel and office management for Bureau.
- (d) Liaison with Social Insurance Investigation (Advisory) Committee (Chuo Shakai Hoken Shinsa Iin-kai).
- (e) Liaison with Japan Medical Association (Nippon Ishi-kai).
- (f) Liaison with national Social Insurance Medical Fee Calculation Council (Chuo Shakai Hoken Shinryo Hoshu Santei Kyogi-kai).
- (g) Matters not assigned to other sections.

(2) Insurance Section (Hoken-ka).

- (a) Administration of Health Insurance.
- (b) Liaison with national Social Insurance Foundation (Shakai Hoken Kyo-kai).



- (c) Liaison with national Federation of Health Insurance Societies (Kenko Hoken Kumiai Rengo-kai).
  - (d) Liaison with Health Insurance national appeal board (Shinsa-kai) and local referees (Shinsa-kan).
  - (e) Liaison with Health Insurance national advisory committee (Iin-kai).
- (3) National Insurance Section (Kokumin Hoken-ka).
- (a) General supervision of National Health Insurance Associations.
  - (b) Liaison with national Federation of National Health Insurance Associations (Kokumin Kenko Hoken Kumiai Rengo-kai).
  - (c) Liaison with National Health Insurance local appeal boards (Chiho Shakai Hoken Shinsa-kai).
- (4) Pension Section (Nenkin-ka).
- (a) Administration of Welfare Pension Insurance.
  - (b) Administration of Seamen's Insurance.
  - (c) Liaison with Labor and Transportation Ministries relative to participation of Employment Security offices in unemployment insurance for seamen.
  - (d) Liaison with national social insurance foundations.
  - (e) Liaison with Welfare Pension Insurance and Seamen's Insurance national appeal boards (Shinsa-kai) and local referees (Shinsa-kan).
  - (f) Liaison with Welfare Pension Insurance and Seamen's Insurance national advisory committees (Iin-kai).

c. Prefectural and Local Administration. The Insurance Section (Hoken-ka) of the Department of Welfare (Minsei-bu) is charged with the administration of Health, Welfare Pension, and Seamen's Insurances and with the supervision of the National Health Insurance Associations (Kokumin Kenko Hoken-kumiai). The prefectural district offices (Chiho Jimu-sho) assist in National Health Insurance activities and, in several prefectures, Social Insurance Branch Offices (Shakai Hoken Shicho-jo) augment the Insurance Section in connection with Health and Welfare Pension Insurances. In a few seaports, the Maritime Offices (Kai-un Shicho-jo) of the Ministry of Transportation aid in the administration of Seamen's Insurance.

## 8. Repatriation Relief Board.

a. The Repatriation Relief Board was created within the Ministry



of Welfare following the termination of the war to operate reception centers and carry out necessary welfare programs for repatriates. The Board has a special status within the Ministry since it is temporary in nature and consists of two bureaus in addition to the reception centers. There is a Relief Bureau and a Quarantine Bureau. The Relief Bureau consists of four sections: General Affairs, Operations, Guidance and Supply. The Operations Section provides temporary aid for incoming and outgoing repatriates while the Guidance Section is responsible for programs for the rehabilitation of repatriates. The Quarantine Bureau is composed of a Medical Treatment Section and a Quarantine Section. There is a very close relationship between the programs of the Relief Bureau and the other welfare programs of the Ministry of Welfare, since in many cases, aid is being provided by each program to the same persons.

b. Reception Centers. The centers at Akodate, Maizuru and Sasebo and a repatriation station at Yokohama are maintained by the Board. For repatriates care includes transportation home. Aid provided at the Reception Centers includes the following.

- (1) Issue of certificate of repatriation.
- (2) Exchange of currency.
- (3) Custody of various securities and documents.
- (4) Issue of temporary allowance, clothing, comfort goods and toilet articles, and food for the trip home.
- (5) Train tickets and telegrams are provided without charge.
- (6) Information and counselling service.
- (7) Accommodations, meals, baths and barber service are provided without charge.
- (8) Demobilization for returned military personnel.

c. Rehabilitation Program. The Repatriation Relief Board maintains welfare programs designed to assist in the rehabilitation of repatriates and demobilized personnel who have returned home from abroad. These programs are carried out in the prefectures as a part of the regular welfare programs. The Social Affairs Section or the Protection Section of the prefectural Department of Welfare is responsible for maintaining information service at main railway stations. These services include temporary accommodations as well as various information and counselling services.

## 9. Demobilization Bureau

a. The First Demobilization Bureau was transferred to the Ministry of Welfare on 15 October 1947. This transfer was directed by Memorandum for the Japanese Government (SCAPIN 1791) issued by GHQ, SCAP, on 4 October 1947, subject: Demobilization Machinery, Reorganization of. This bureau was created after the termination of the war to carry on the work of demobilizing the Japanese Army. A second Demobilization Bureau was similarly created for the demobilization of the Japanese Navy. This bureau was ordered dissolved effective 1 January 1948, with



remaining functions and personnel being transferred to the Ministry of Welfare. Under the provisions of SCAPIN 1791 further plans are being developed by the Japanese Government for the further reorganization of demobilization activities.

b. In the prefectures the responsibilities of the national bureaus are assigned to the demobilization section (Sewa-ka) within the Department of Welfare. In some prefectures there are two demobilization sections designated as the First Demobilization Section (Dai-ichi Sewa-ka) and Second Demobilization Section (Dai-ni Sewa-ka). The first section handles the work of the First Demobilization Bureau (Army), while the second section handles in the prefecture the work of the Second Demobilization Bureau (Navy).







# MINISTRY OF WELFARE

MINISTER OF WELFARE

(COUNCILLOR)

INSTITUTE OF PUBLIC HEALTH

POPULATION PROBLEM RESEARCH INSTITUTE

(COUNCILLOR)

NATIONAL INSTITUTE OF NUTRITION

NATIONAL INSTITUTE OF HEALTH

PARLIAMENTARY VICE MINISTER OF WELFARE

VICE-MINISTER OF WELFARE

EXAMINATION COMMITTEE

MINISTERIAL OFFICE  
SECRETARIAT SECTION  
GENERAL AFFAIRS / SECTION  
ACCOUNT SECTION

PUBLIC HEALTH BUREAU  
DIRECTOR  
INVESTIGATION SECTION  
HEALTH PRESERVATION SECTION  
NUTRITION SECTION  
HYGIENE STATISTICS SECTION

MEICAL AFFAIRS BUREAU  
DIRECTOR  
VICE DIRECTOR  
MEDICAL AFFAIRS SECTION  
PHARMACEUTICAL AFFAIRS SECTION  
DRUG MANUFACTURING SECTION  
NARCOTIC SECTION  
HOSPITAL SECTION  
SANATORIUM SECTION  
SUPPLY SECTION

DISEASE PREVENTION BUREAU  
DIRECTOR  
PREVENTION SECTION  
QUARANTINE SECTION  
BIOLOGES CONTROL SECTION  
SANITARY ENGINEERING SECTION  
INFECTIOUS DISEASES PREVENTION SECTION

SOCIAL AFFAIRS BUREAU  
DIRECTOR  
GENERAL AFFAIRS SECTION  
PROTECTION SECTION  
PUBLIC WELFARE SECTION  
SUPPLY SECTION

CHILDRENS BUREAU  
DIRECTOR  
PLANNING SECTION  
CHILD CARE SECTION  
FOSTER CARE SECTION  
MATERNITY & CHILD HYGIENE SECTION

FIRST DEMOBILIZATION BUREAU  
DIRECTOR  
ARCHIVES SECTION  
PERSONAL AFFAIRS SECTION  
GENERAL AFFAIRS DEPT.  
BUSINESS DEPT.  
ACCOUNTANT DEPT.  
MATERIAL ARRANGEMENT DEPT.  
LEGAL ARRANGEMENT INVESTIGATION DEPT.  
TRANSLATION DEPT.

RELIEF BUREAU  
DIRECTOR  
GENERAL AFFAIRS SECTION  
BUSINESS SECTION  
GUIDANCE SECTION  
SUPPLY SECTION

QUARANTINE BUREAU  
DIRECTOR  
MEDICAL TREATMENT SECTION  
QUARANTINE SECTION

REPATRIATION RELIEF BOARD  
PRESIDENT

VICE-PRESIDENT OF REPATRIATION RELIEF BOARD

COUNCILLOR

BRANCH OFFICE OF MEDICAL AFFAIRS BUREAU

INSURANCE BUREAU  
DIRECTOR  
GENERAL AFFAIRS SECTION  
INSURANCE SECTION  
NATIONAL INSURANCE SECTION  
PENSION SECTION

GENERAL AFFAIRS SECTION  
LIAISON SECTION  
ARRANGEMENT SECTION  
FIRST DEMOBILIZATION INQUIRY OFFICE







## ADMINISTRATION OF HEALTH, WELFARE AND SOCIAL INSURANCE IN JAPAN

## PUBLIC HEALTH AND WELFARE TECHNICAL BULLETIN

PH&amp;W GHQ SCAP APO 500

February 1948

NOTE: Section I of this Technical Bulletin sets forth the organization of the Ministry of Welfare of the national Japanese Government. Section II sets forth the administrative plan for carrying out the welfare and insurance programs in the prefectures and in the cities, towns and villages. The general plans will need to be adopted to meet local requirements.

## SECTION II. PUBLIC WELFARE AND SOCIAL INSURANCE

1. Prefectural Department of Welfare.

a. The Department of Welfare (Minsei-bu) is one of seven departments of the prefecture required under the Local Autonomy Law (Law No. 67, dated 17 April 1947) as amended by the Japanese Diet on 7 December 1947. (The mandatory departments of the prefecture government are set forth in the chart attached as inclosure 3 to this bulletin.) This Law as amended makes it mandatory that a separate Department of welfare be established and does not authorize the combination of the department with other governmental activities. The Local Autonomy Law provides that matters related to social welfare and certain matters related to social insurance shall be assigned to the Department of welfare.

b. The Ministry of Welfare has established a "model plan" for the organization of the Prefectural Department of Welfare. Reference: Ministry of Welfare Directive (Hei 1198) dated 27 December 1947, from Vice Minister to Prefectural Governors, subject: Establishment of Departments of Welfare and Departments of Health in the Prefecture office. Also see, Memorandum to Ministry of Welfare, Japanese Government (PHMJG 55) dated 9 January 1948, subject: Amendment of Local Autonomy Law, Law No. 67, 16 April 1947. It is to be noted that the organization plan recommended by the national Ministry of Welfare is a "model plan" which may be adapted to fit the needs of a particular prefecture. For example, it is a matter for the prefecture government to decide whether it is advisable for the local prefecture departments of welfare to be made up of four or five sections. The suggested organization of the prefectural Department of Welfare is set forth in chart attached as inclosure 3 to this Technical Bulletin. According to this suggested plan of organization the prefectural Department of Welfare will consist of five sections: Social Affairs (Shakai-ka), Protection (Hogo-ka), Children (Jido-ka), Insurance (Hoken-ka) and Demobilization (Sewa-ka). The "model plan" issued by the Ministry of Welfare recommends that responsibilities be assigned to each of the five sections as follows:

## (1) Social Affairs Section (Shakai-ka)

- (a) Survey, statistics, and planning of social work.
- (b) Training and education of those concerned with social work.



- (c) Guidance and supervision of social work organizations and institutions.
- (d) Welfare Committeemen (Minsei-iin).
- (e) Public pawn shops, bath house, barbershops, markets, dining halls and welfare institutions.
- (f) Protection of the physically handicapped and other special groups such as "street girls".
- (g) Problems of socially ostracized groups.
- (h) Supply of social relief and aid materials.
- (i) Work shops and home jobs facilities.
- (j) Matters related to social work not handled by other divisions.

(2) Protection Section (Hogo-ka)

- (a) Daily Life Security Law administration.
- (b) Repatriates' relief.
- (c) Disaster relief.

(3) Children's Section (Jido-ka)

- (a) Overall planning on child welfare.
- (b) Child Welfare Law administration.
- (c) Information and education concerning child welfare.
- (d) Cultural programs for children.
- (e) Prevention of delinquency among children.
- (f) Supply of materials required for protection of children.
- (g) Research and statistics concerning children.
- (h) Protection of mothers and children.
- (i) Matters related to children not handled by other sections.

(4) Insurance Section (Hoken-ka)

- (a) Health Insurance.
- (b) Seamen's Insurance.
- (c) Welfare Pension Insurance.
- (d) National Health Insurance.
- (e) Matters related to social insurance not handled by other divisions.

(5) Demobilization Section (Sewa-ka)

- (a) Counselling of ex-servicemen and former civilian employees of army or navy.
- (b) Salaries and other allowances for the bereaved families of fallen ex-servicemen and former civilian employees of army or navy.

c. Relationship to Ministry of Welfare. The suggested organization of prefectural Departments of Welfare makes possible a clear cut division of responsibility between the sections. There is a definite relationship between the functions of various bureaus within the national Ministry of Welfare and the sections of the prefectural Department of Welfare:



<u>Bureau of Ministry of Welfare</u>	<u>Section of Prefecture Welfare Dept.</u>
Social Affairs (Shakai-kyoku)	Welfare (Kosei-ka) or two sections: Social Affairs (Shakai-ka) and Protection (Hogo-ka)
Children (Jido-kyoku)	Children (Jido-ka)
Insurance (Hoken-kyoku)	Insurance (Hoken-ka)
Demobilization (Fukuin-kyoku)	Demobilization (Sewa-ka)

This relationship between the administrative organization of the Bureaus of the national Ministry of Welfare and the sections of the prefectural Department of Welfare is shown in the charts attached as inclosures 1, 2 and 3. The chart in inclosure 1 shows in some detail the organization of the Bureaus of the Ministry which are responsible for the welfare and insurance programs. Inclosure 3 sets forth similar information on the prefecture level. (See Section I of this Technical Bulletin for more detailed information concerning administration on the national level.)

d. Organization of Sections. Each section (ka) of a prefectural department (bu) is divided into divisions (kakari) and the duties of the section are assigned to the divisions. The number of employees of a section averages between twenty and fifty, depending upon the size of the prefecture and the development of the welfare program. The model plan of organization of prefectural departments of welfare recommended by the Ministry of Welfare does not include the assignment of duties to divisions within sections since this phase of organization must be determined by the volume of work and the number and abilities of personnel available. In determining the organization of sections within a department it is necessary to give consideration to the assignment of duties to the divisions so that all personnel will understand the extent of their own responsibilities and the duties of other persons within the section. With an expanding welfare program and changes in administrative set-up, it may be found that more consideration must be given to organization of divisions and the specific assignment of duties.

e. Tokyo. Instructions issued by the Ministry of Welfare recommends the establishment of six sections within the Bureau of Welfare (Minsei-kyoku) in Tokyo-to: (1) General Affairs (Shomu-ka), Protection (Hogo-ka), Children (jido-ka), Daily Life (Seikatsu-ka), Insurance (Hoken-ka), and Demobilization (Sewa-ka). Two demobilization sections have been operating in the past but it is expected that eventually they will be amalgamated.

## 2. Social Affairs and Protection.

a. The responsibilities of the Social Affairs Bureau of the Ministry of Welfare are carried out in the prefectures by the Social Affairs Section and the Protection Section of the Department of Welfare. It is the plan that the Social Affairs Section will have general responsibility for the welfare programs of the entire department. The Protection Section is given responsibility for economic assistance programs. The suggested plan places responsibility for administration of Minsei-in in the Social Affairs Section rather than in



the Protection or Children's Section because the Minsei-iin are considered to have general overall responsibilities. The Minsei-iin have duties under the Child Welfare Law (as Jido-iin) as well as in the administration of the Daily Life Security Law.

b. It is to be noted that repatriate relief which is to be administered by the Protection Section is handled on the national level by the Repatriation Rehabilitation Board rather than the Social Affairs Bureau of the Ministry of Welfare. The special programs established for repatriates are therefore administered as a part of the prefectural Department of Welfare although on the national level the Social Affairs Bureau is not responsible for these programs.

c. Recommendations issued by the Ministry of Welfare specifically provide that "depending on circumstances, the Protection Section and the Social Affairs Section may be combined to form a Welfare Section (Kosei-ka)". (Reference: Ministry of Welfare Directive, Hei #1198, dated 27 December 1947). The suggestion that these two sections may be combined recognizes that in many of the smaller prefectures it is not necessary to have five section and that the work can be adequately carried out with four sections. It is the responsibility of the prefecture to decide whether a separate Protection Section is needed.

### 3. Child Welfare.

a. General. The Children's Section of the Prefectural Department of Welfare is responsible for carrying out the child welfare programs which are administered on the national level by the Children's Bureau of the Ministry of Welfare. An important difference in responsibilities, however, is that the prefectural Department of Welfare does not administer the Maternal and Child Health program which is the responsibility of the prefectural Department of Health. It is essential that a very close liaison be maintained between this health program and the child welfare program since in many instances activities of the two will overlap.

b. Child Welfare Boards. An important unit of the administrative organization of the Child Welfare program within the prefecture is the Child Welfare Board. The Child Welfare Law which became effective 1 January 1948 provides (Article 8) that such boards are to be established in each prefecture for the "purpose of investigating and discussing the problems of children and expectant and nursing mothers", and to make recommendations to the administrative offices concerned. The board is under the jurisdiction of the prefecture governor who is also authorized to appoint the members of the board. A maximum of twenty member of the board is provided by the law but temporary board members may be appointed when necessary for the study of special problems. Persons eligible for appointment are: (1) public officials; (2) persons engaged in child care, health and welfare work and (3) those who have knowledge of and experience with work with children. It is to be noted that twenty is the maximum number of members of the prefectural board and it is the responsibility of the prefecture to determine the exact number. Except in the largest prefectures it is expected that a smaller number of board members will be found most effective. The exact number will depend upon the prefecture population and area and the number of groups which it is considered advisable to be represented on the board. In order to be most effective the board should not be dominated by public officials.



c. Child Welfare Centers. The Child Welfare Law authorizes the establishment of Child Welfare Centers (Jido Sodansho) in each prefecture of Japan. The center is responsible for the promotion of the welfare of children. The center is to be used for child testing, as an aid for determining the proper placement of children, for child consultation and handling of general problems concerning children.

It is to be noted that the Child Welfare Centers operate on the prefectural level, that is, they are not a part of the city or town government. There may be more than one center within a prefecture but additional centers are responsible to the main center which is located in the prefecture capital city. It is important that the employees of welfare sections of cities, towns and villages understand the services available from the Center and that they properly utilize the programs which are available. The administrative relationships between the child welfare section of the prefectural Department of Welfare, child welfare officials, child welfare workers (Jido-iin) must be carefully worked out and understood by all employees in order to avoid overlapping of functions and duplication of effort.

d. Child Welfare Officials. Child welfare officials are authorized to be employed by the Child Welfare Law. A total of 373 such officials have been approved for employment with from 3 to 50 being provided for each prefecture. These officials, who are full time paid employees, are to work for the promotion of the welfare of children and expectant and nursing mothers and act as counselors for the care, health and general welfare of children. They are prefecture officials and administratively a part of the children's section of the child welfare section of the prefectural department of welfare. In performing their duties it is of course necessary that they work closely with the welfare sections of cities, towns and villages and with the Child Welfare Centers.

#### 4. Insurance.

a. The first administrative offices for social insurance set up outside the central government headquarters were the 55 offices created in 1926 for administering the Health Insurance program. They were independent of the prefectural governments and directly responsible to the Insurance Department in Tokyo. These were abolished in 1929 and a Health Insurance Section was added to the Police Department of each prefectural government. In 1932 a Labor Administration Section was added to the Police Department to manage the business of Employers' Liability Insurance for Accidents.

b. With the enactment of the National Health Insurance Law in 1938, responsibility for supervision of the activities of the National Health Insurance Associations was assigned to the Social Affairs Section of the prefectural Education Department. In 1940 responsibility for administration of Seamen's Insurance was given to the Health Insurance Section in the prefectural Police Department, and in 1941 jurisdiction over Employers' Liability Insurance for Accidents was transferred to the Health Insurance Section from the Labor Administration Section.

c. The name of the Health Insurance Section was changed to Insurance Section in 1942 and it was also assigned responsibility for Welfare Pension Insurance. Supervision of the National Health Insurance Associations was transferred from the Social Affairs Section to the Insurance Section in 1945, and in



1946 the Insurance Section was moved from the Police Department to the Welfare Department (or "Education and Welfare Department" as it was known in those prefectures in which both activities were combined).

d. In 1947 Workmen's Accident Compensation Insurance supplanted Employers' Liability Insurance for accidents and was assigned to the Labor Standards offices which are not a part of the prefectural government but are direct extensions of the Ministry of Labor. Unemployment Insurance was also enacted in 1947 and its administration was assigned to the Employment Security Section in the Welfare Department (Education and Welfare Department) of the prefectural governments.

e. With the effectuation of the amendments to the Local Autonomy Law in January 1948 and the resulting separation of Education and Welfare activities into two distinct Departments in all prefectures, it is anticipated that the administration of Unemployment Insurance (Shitsugyo Hoken) will be transferred, along with the Employment Security Section (Shokugyo Antei-ka), to the Economic Affairs Department (Keizai-bu). Workmen's Accident Compensation Insurance (Rodo-sha Saigai Hoshō Hoken) will continue to be administered by the Labor Standards Offices (Rodo Kijyun-sho) directly under the supervision of the Ministry of Labor.

f. The insurance Section (Hoken-ka) of the Department of Welfare will continue to administer Health Insurance (Kenko Hoken), Welfare Pension Insurance (Kosei Nenkin Hoken), and Seamen's Insurance (Senin Hoken), and to supervise the Associations (Kumiai) formed in the prefecture to administer the National Health Insurance (Kokumin Kenko Hoken) program.

g. Within the prefectural Insurance Section the administrative organization is usually made up of five divisions. In each prefecture there is a special division for National Health Insurance (Kokumin Kenko Hoken-kakari). The other social insurance programs are handled jointly by the other divisions, which are ordinarily set up as the General Affairs Division (Shomu-kakari), Eligibility Division (Shikaku-kakari), Collections Division (Choshu-kakari) and Benefits Division (Kyufu-kakari).

h. Most prefectures centralize the actual administration of Health, Welfare Pension and Seamen's Insurances completely within the Insurance Section itself, but Hokkaido, Tokyo-to, Osaka-fu and Hyogo, Kanagawa, Niigata, Nagano, Shizuoka, Aichi, Yamaguchi, Fukuoka and Nagasaki Prefectures maintain Social Insurance Branch Offices (Shakai Hoken Shutcho-jo) to administer Health Insurance and Welfare Pension Insurance. Those employers who maintain their own Health Insurance societies (kenko Hoken Kumiai) make only summary reports to the Branch Office (or Insurance Section, depending upon the prefecture), but the latter have the responsibility for all the details of government-managed Health Insurance. Branch offices are directly responsible to the prefectural Insurance Section and have no relation to city, town or village government. All Welfare Pension Insurance records were decentralized to the Branch Offices from the Ministry of Welfare during the war and continue to be maintained in this way except in Tokyo-to and in the prefectures which have only the one prefectural insurance office, where they have been consolidated in single prefectural files



i. The Branch Offices are not involved in the administration of Seamen's Insurance, as such activities are divided between the main prefectural office and the Insurance Bureau of the Ministry of Welfare. The prefectural office handles the medical treatment benefits, cash disability benefits, unemployment benefits, and funeral benefits. Survivors' benefits, invalidity pensions, and old age pensions are paid through the central office in Tokyo. The Employment Security offices of both the Labor and Transportation Ministries are to be utilized in the administration of unemployment insurance for seamen.

j. In the supervision of National Health Insurance Associations, the prefectural Insurance Sections utilize the services of the prefectural district offices. The supervision of the autonomous individual associations is a cooperative matter between the prefectural Insurance Sections and the national and prefectural Federations of National Health Insurance Associations. Beneficiaries under the Daily Life Security Act, in the exercise of their freedom of choice of doctors and medical institutions, may avail themselves of the facilities of National Health Insurance Associations.

## 5. Demobilization.

Each prefectural Department of Welfare contains a Demobilization Section (Sewa-ka) which is responsible for carrying out tasks involved in demobilization. These offices are responsible for settling the accounts of former members of the Japanese army or navy. (Note: this section is sometimes designated as the Local Assistance Bureau). In some prefectures there have been two Demobilization Sections one handling former Japanese army personnel matters and the other for former navy personnel. It is expected that these sections will eventually be combined into a single section.

## 6. Local Administration.

a. General. Undoubtedly the most important part of public welfare administration in Japan is the work of the local offices of government which are responsible for determining eligibility of persons for assistance and services and are primarily responsible for seeing that the programs are carried out impartially. The importance of the organization and administration of established programs in the cities, towns and villages is frequently not sufficiently recognized in Japan and many programs do not operate as planned because of the lack of adequate supervision of the local offices by the prefectural officials. One difficulty is the fact that there is a great deal of variation between the cities, towns and villages in the organization of their units of government. Much of the variation is due to the difference in size of the governmental bodies. For this reason generalization concerning the organization and methods of administering welfare programs locally is difficult. With the increase in powers of the local government, it becomes more important that they be organized effectively and operate efficiently.

There are four basic units of local government which must be understood in order to comprehend the general plan of administration. These are cities (shi), districts (gun), towns (machi) and villages (mura). The relationship of each of these local units of government to the prefectural Department of Welfare and the bureaus of the national Ministry of Welfare is set forth in the chart in inclosure 2 to this Bulletin.



b. City Administration. There are over two hundred cities in Japan in addition to the six big cities (Tokyo, Osaka, Yokohama, Kobe, Kyoto and Nagoya). Usually a city (shi) has a population of 30,000 or more and because of its urban nature has more extensive welfare programs than are found in towns and villages. There are usually four to ten cities within a prefecture which are directly responsible to the prefectural government. Larger cities are divided into wards (ku) and the welfare programs are administered by the ward offices under the supervision of the city office.

Since welfare problems in urban areas are usually more acute than in rural areas it is particularly important that attention be given to the establishment of departments of welfare as a part of the city government. (According to the census of 1 October 1947 approximately one-third of the total population of Japan was living in cities. Effective welfare programs in the cities will, therefore, reach a large percentage of the population and at the same time serve as examples for the development of such programs in towns. There are some towns (machi), however, and a few villages (mura) which have larger populations than some cities. It is therefore, necessary to consider the population of the area concerned as well as to whether the locality is classified as a city, town or village. Inclosure 4 to this bulletin contains a list of the fifty-two cities of Japan which had a population of over one hundred thousand according to the census of 1 October 1947. It will be noted that these fifty-two largest cities contain about one-fifth of the total population of Japan. The organization and operation of welfare programs in these largest cities and in the smaller cities must not be overlooked.

It is important to determine whether the welfare programs within a city are administered from a central office located in the city hall or whether they are actually carried out thru other offices such as ward offices. In some places welfare offices (Minsei-in Jimusho) will be the local offices which actually provided aid and assistance to applicants and recipients. There is a total of about 700 such offices in all the cities in Japan. The effectiveness of a welfare program depends to a large extent upon the efficient operation of local offices where decisions are originally made and where applicants come to secure information.

c. Town and Village Administration. The prefectural area outside the cities is divided into districts (gun) and there is usually an administrative office (Chiho Jimusho) in each district although in some instances two districts may have only one office. The districts are made up of towns (machi) and villages (mura). Welfare programs are actually administered by the towns and villages with limited supervision being provided by the district offices. Much of the inefficiency of administration of welfare programs in Japan is due to the lack of proper personnel to do the work in the towns and villages. Attempts have been made to improve the situation by increasing the supervision provided by the district offices. It has been suggested that welfare programs in Japan should be administered in area outside cities by offices which operate independently of the town and village government. This type of organization has been established for programs other than welfare and is similar in many ways to the county department of welfare type of organization which is found in many states of the United States. The lack of transportation facilities and the increased cost of administration, as well as the fact that welfare programs in the past have been a part of the town and village government, makes it unwise to establish this type of



organization for Japanese Welfare programs. It is particularly important, therefore, that the town and village officials responsible for welfare programs, particularly those persons who administer the Daily Life Security Law, be given supervision and all possible aid from the prefecture office and the district offices. It seems advisable that sound welfare departments be established within the city governments and for the present to grant priority to the city and prefectural departments of welfare. After city departments of welfare are organized and operating more consideration must be given to improving the plan of administering welfare programs in the towns and villages.

d. Welfare. The responsibilities of the Social Affairs Bureau of the Ministry of Welfare, and the Social Affairs and Protection Sections of the prefectural Department of Welfare are carried out through the regularly established levels of government. In the larger cities there is usually a separate division of the government which handles only welfare matters. In the smaller towns the responsibility for the welfare program may be one of several duties assigned to the same division.

e. Children. The programs carried on at the national level by the Children's Bureau of the Ministry of Welfare and by the Children's Section of the prefectural Department of Welfare are usually administered by the same division of the city, town or village government which is responsible for other welfare programs. A few of the larger cities have a separate division which is responsible for the children's programs. It is the policy of the national Ministry of Welfare to combine all welfare programs in the same local office so that it will not be necessary for persons to go from one office to another in order to learn of the welfare programs which would be of assistance to them.

## 7. Translation of Terms.

a. The translation of certain terms used to designate various units of Japanese government frequently causes confusion since many can be "properly" translated in several different ways. In order to avoid confusion the following translation have been used in this bulletin:

Koseisho	Ministry of Welfare
Kyoku	Bureau (used only to designate a unit of a national Ministry or the Tokyo-to government)
Bu	Department (in the prefecture)
Ka	Section (of a department or bureau)
Kakari	Division (of a section)
Ken	Prefecture. In the case of Tokyo, it is called "to", in Hokkaido "do" and in Osaka and Kyoto "fu".
Shi	City
Machi	Town ("cho" is also used)

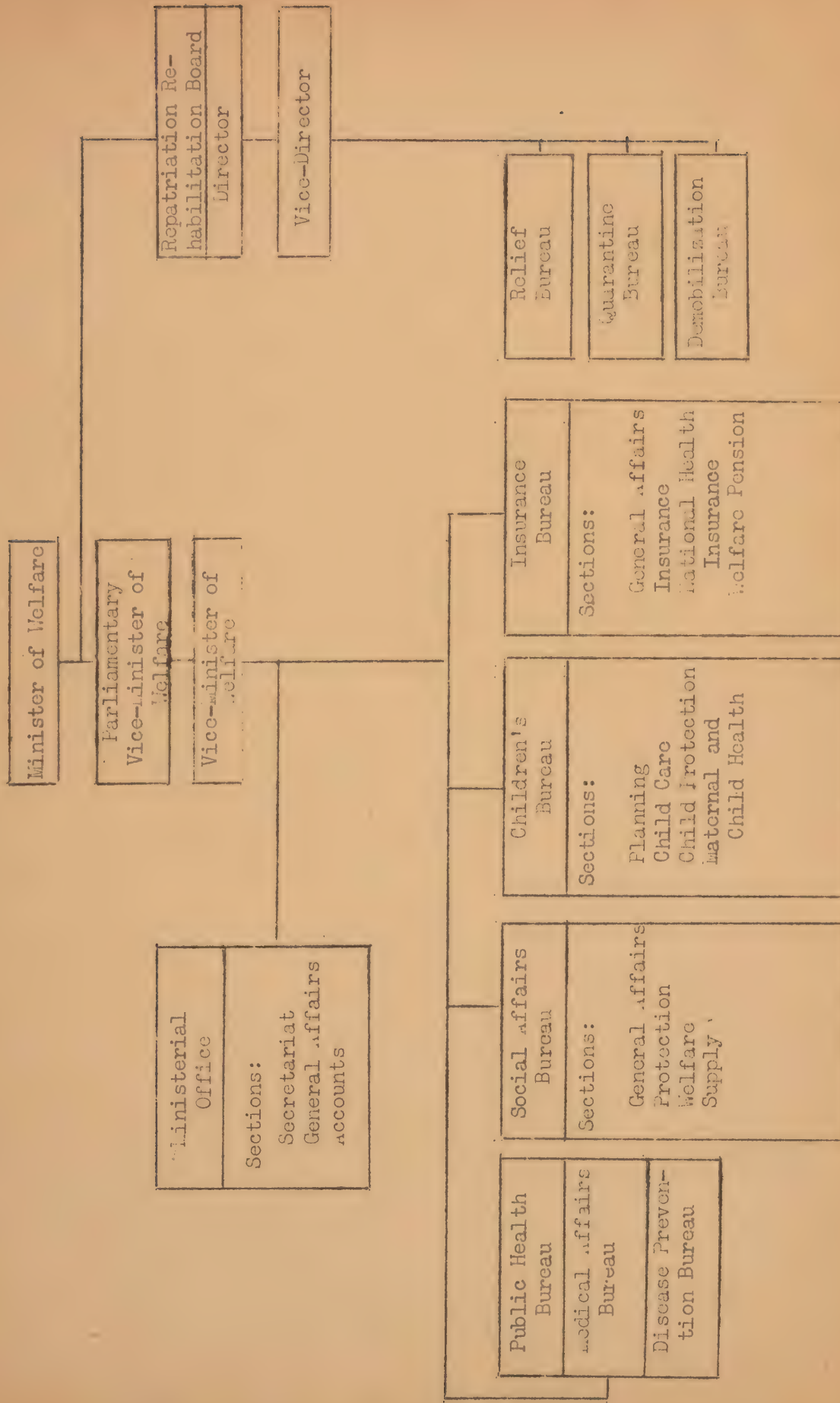


Mura	Village ("son" is also used)
Gun	District
Ku	Ward (in large cities)

b. The term "Minsei- bu" is sometimes translated as Department of Civil Life, but the more usual translation is Department of Welfare. The term "sodansho" is also translated as "Child Welfare Station" but the translation used herein is Child Welfare Center.



# MINISTRY OF WELFARE

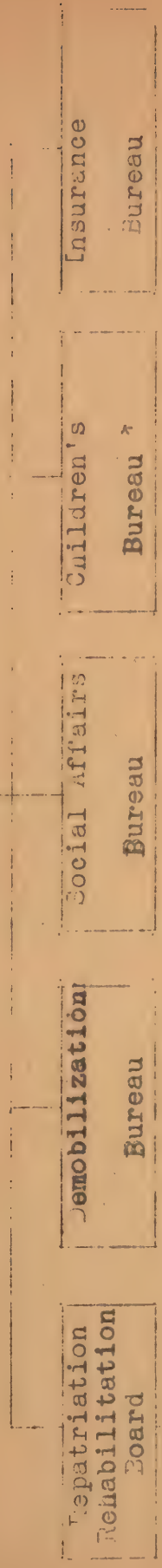






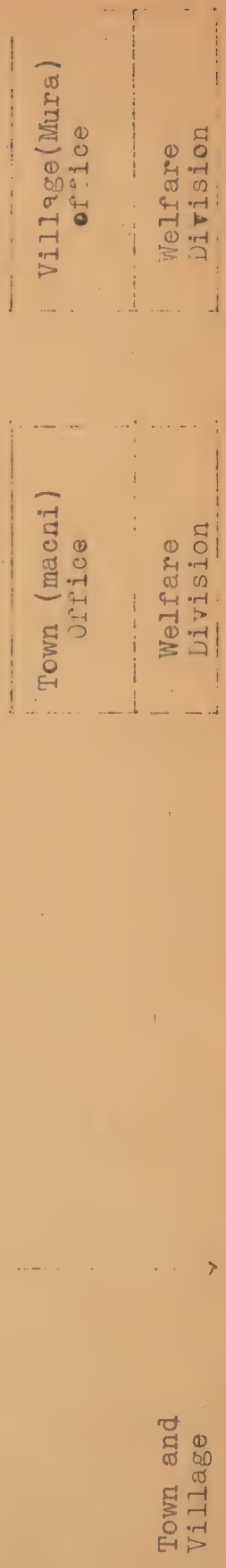
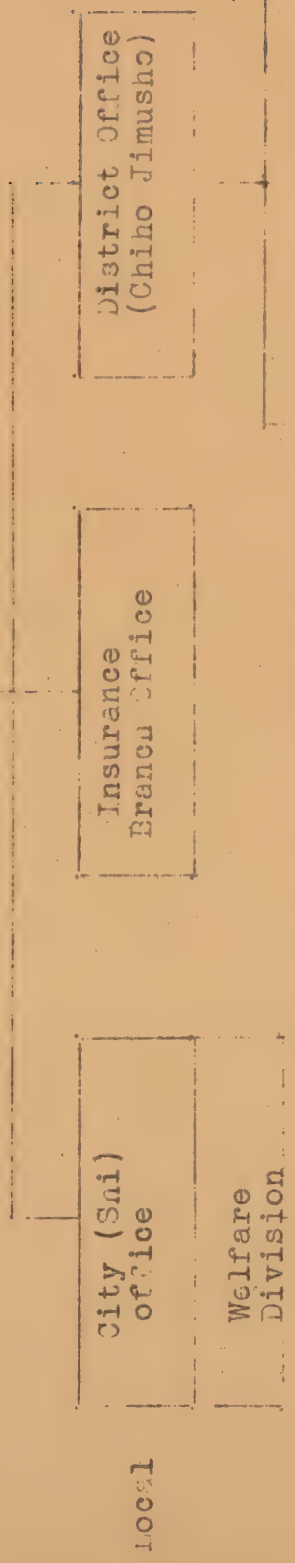
# ADMINISTRATIVE RELATIONSHIP MINISTRY OF WELFARE, SPECIAL DEPARTMENTS OF WELFARE AND LOCAL GOVERNMENT.

## Ministry of Welfare



## Prefecture

### Department of Welfare (Jinsei-bu)

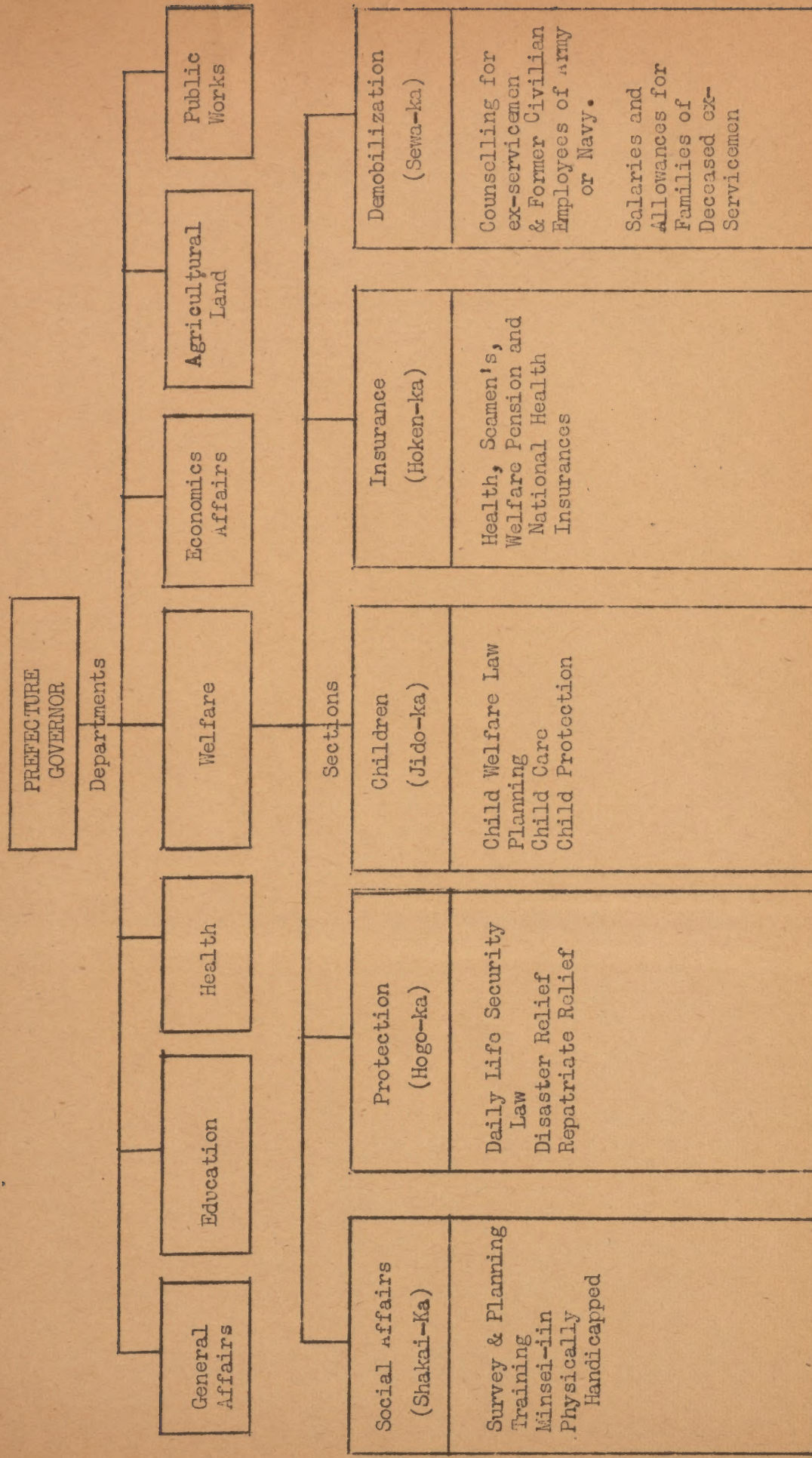


\* The Maternal and Child Health Program is administered in the prefectures by the Prefecture Department of Health and not the Department of Welfare.





# ORGANIZATION CHART PREFECTURE DEPARTMENT OF WELFARE









POPULATION OF CITIES OF 100,000 AND OVER IN JAPAN PROPER.  
IN ORDER OF SIZE, CENSUS OF 1 OCTOBER 1947.

City	Population	City	Population
TOTAL	16,785,811		
Tokyo	4,174,505	Yawata	167,829
Osaka	1,559,310	Gifu	166,859
Kyoto	999,396	Omuta	166,480
Nagoya	853,085	Otaru	164,934
Yokohama	814,268	Matsuyama	147,967
Kobe	607,202	Kochi	147,120
Fukuoka	328,586	Okayama	140,630
Sendai	293,208	Toyama	137,818
Yokosuka	261,759	Fuse	133,934
Sapporo	259,602	Takaoka	133,858
Kawasaki	252,923	Toyohashi	129,355
Kumamoto	247,607	Hamamatsu	125,767
Amagasaki	232,755	Chiba	122,006
Kanazawa	231,450	Akita	116,300
Hiroshima	224,205	Kawaguchi	116,007
Hakodate	211,111	Yokkaichi	112,433
Shizuoka	205,380	Moji	109,321
Niigata	204,495	Ube	109,107
Nagasaki	198,405	Nishinomiya	108,707
Himeji	197,452	Asanikawa	107,508
Sakai	194,049	Morioka	107,096
Kure	185,740	Urawa	106,176
Shimonoseki	176,666	Kofu	104,988
Sasebo	175,233	Tokusnima	103,252
Wakayama	171,800	Takamatsu	101,424
Kagoshima	170,417		
Kokura	167,996		

Source: Bureau of Statistics  
Office of the Prime Minister

RESEARCH AND STATISTICS  
DIVISION  
ECONOMIC AND SCIENTIFIC SEC.  
25 November 1947



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